

Message Text

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16

ORIGIN EB-07

INFO OCT-01 EA-06 ISO-00 CAB-02 CIAE-00 COME-00 DODE-00

DOTe-00 INR-07 NSAE-00 FAA-00 L-03 H-02 SS-15 NSC-05

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CAB - MR. HORNEMAN

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FM SECSTATE WASHDC

TO AMEMBASSY TOKYO

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E.O. 11652: N/A

TAGS: EAIR, JA

SUBJECT: CIVAIR: JAPAN CHARTER QUOTA

REF: TOKYO 8953 AND TOKYO 9419

1. FONOFF INFO RE CHARTER QUOTA OF 35 FLIGHTS THRU
SEPTEMBER CAUSES CONSTERNATION AMONG SUPPLEMENTAL CARRIERS,
AND SIMILARLY GIVES US NO LITTLE CONCERN.

2. JCAB ATTITUDE, AS REFLECTED IN RESTRICTIVE QUOTA THRU
SEPTEMBER AND CONTINUED INSISTENCE THAT NOT MORE THAN
ONE-THIRD OF TOTAL BE USED FOR JAPAN ORIGIN CHARTERS,
APPEARS CLEARLY INCONSISTENT WITH WIDE-RANGE OF EFFORTS
BEING MADE IN OTHER AREAS TO ENHANCE AND STRENGTHEN US-
JAPAN TIES. UNFORTUNATELY THE RESTRICTIVE JCAB ATTITUDE
ON CHARTER POLICIES COULD, IN THE ABSENCE OF SOME
MODIFICATION BECOME A POLITICAL ISSUE IN THE US AND
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POSSIBLY AN IRRITANT IN OUR BILATERAL RELATIONS. AS

EMBASSY WELL AWARE SUPPLEMENTAL CARRIERS ARE NOT WITHOUT FRIENDS, EVEN THOUGH IN THE OVERALL CONTEXT US-JAPAN RELATIONS THEIR OPERATIONS HAVE RELATIVELY MINOR ECONOMIC IMPACT. THIS IN OUR VIEW IS ALL THE MORE REASON WHY WE SHOULD MAKE STRONG EFFORTS NOW TO BRING JCAB AROUND TO A MORE REALISTIC AND FORTHCOMING POSITION ON CHARTER POLICY.

3. SPECIFICALLY WE SEEK THE IMMEDIATE ESTABLISHMENT OF AN ANNUAL QUOTA OF 70 FLIGHTS FOR 1975 AS A MINIMUM SO THAT THERE MAY BE A BASIS ON WHICH TO PLAN AND DEVELOP CHARTER PROGRAMS OF BENEFIT TO BOTH SIDES. WE WOULD ALSO URGE THAT THE ONE-THIRD JAPAN ORIGIN RESTRICTION BE REMOVED (ALTHOUGH THIS MAY BE DIFFICULT TO SECURE) OR AT LEAST RAISED TO 50 PERCENT I.E., A 1 FOR 1 RATIO. IF THESE 2 OBJECTIVES CAN BE ACHIEVED IT WOULD PROVIDE A FRAMEWORK IN WHICH APPROVAL COULD BE GIVEN FOR THE 32 FLIGHT PROGRAM PROPOSED BY WORLD AIRWAYS FOR OPERATION IN OCTOBER AND NOVEMBER. IT WOULD ALSO SET UP A BETTER BASIS FOR 1976 OPERATIONS THAN THE PIECE-MEAL ALLOCATIONS HAVE PERMITTED IN 1974 AND 1975. IF EMBASSY BELIEVES PRESSING 1976 QUOTA NOW IS OVERLY AMBITIOUS, IT MAY DROP THIS ASPECT.

4. WE ARE AWARE THAT IN THE PAST DIRECT EXHORTATION TO THE JCAB HAS NOT BROUGHT CHANGES IN ITS POLICY, BUT TO THE DEGREE THAT WE CAN CONVINCE FONOFF AND OTHERS THAT CONTINUATION OF PRESENT POLICIES MAY CAST SHADOWS ON US-JAPANESE RELATIONS, PERHAPS SOME LEVERAGE MAY BE ACHIEVED. IN ADDITION THERE MAY BE SOME LEVERAGE IN AN ANTICIPATED FILING BY A SUPPLEMENTAL CARRIER WITH THE USCAB IN WHICH THE PLAINTIFF SEEKS BOARD ACTION TO RESTRICT JAL'S ON AND OFF ROUTE CHARTER AUTHORITY. WHILE THERE IS NO WAY TO DETERMINE WHAT THE BOARD'S ATTITUDE TOWARD THE COMPLAINT MAY ULTIMATELY BE, THE FACT THAT IT MAY BE SOON FILED AND THEREAFTER PENDING FOR SOME TIME MAY POSSIBLY BE USEFUL.

5. EMBASSY IS REQUESTED TO DISCUSS PROBLEM WITH FONOFF, MINISTRY OF TRANSPORT AND JCAB OFFICIALS DRAWING ON ABOVE CONSIDERATIONS AS APPROPRIATE. A NOTE OR AIDE LIMITED OFFICIAL USE

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MEMOIRE MAY BE LEFT IF IN EMBASSY'S JUDGEMENT IT WOULD ASSIST. DEPT WOULD APPRECIATE EARLY REPORT ON REACTIONS SINCE NATIONAL AIR CARRIER ASSOCIATION REP TOGETHER WITH INDIVIDUAL CARRIER REPS ARE CONSIDERING POSSIBILITY OF AN EARLY VISIT TO TOKYO. KISSINGER

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